ANNUAL REPORT

for the fiscal year
ending March 31, 1989

Department of the Solicitor General

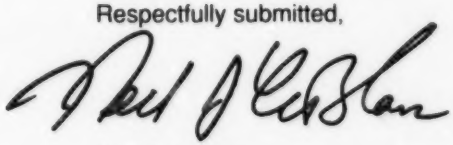
90-06595/

His Honour
The Honourable Lloyd R. Crouse, PC
Lieutenant-Governor
Province of Nova Scotia

May It Please Your Honour:

I have the honour to present to you the first Annual Report of the Department of the Solicitor General for the fiscal year ended March 31, 1989.

Respectfully submitted,



Neil J. LeBlanc
Solicitor General

Honourable Neil J. LeBlanc
Solicitor General
Province of Nova Scotia

Mr. Minister:

I am pleased to submit the first annual report of the Department of the Solicitor General, for the fiscal year ending March 31, 1989, since the Department was established in December 1987.

The year was marked with a number of important achievements that have served to improve the quality of the justice system for all Nova Scotians.

On July 20, 1988, the Nova Scotia Youth Centre was officially opened, the culmination of three years of intensive planning. Located in Waterville, and administered by the Correctional Services Division, the facility can accommodate up to 120 young offenders. In terms of both architectural and program design, the facility is widely perceived to be "state of the art."

Significant amendments to the *Police Act* were proclaimed during the year. Foremost among the legislative changes that resulted was the creation of a Police Review Board. Through the establishment of this Board, Nova Scotians are guaranteed an independent civilian process for the review of citizen complaints against the police.

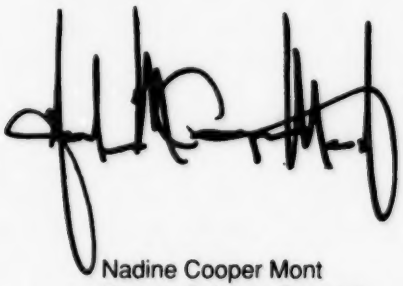
It is recognized that demands on law enforcement officers have escalated dramatically in recent years with increases in crime, particularly drug-related offenses. In order to ensure that these officers are appropriately equipped to deal with these challenges, it is essential that they receive adequate training. In May 1988 the Task Force on Municipal Police Training was established and provided with a mandate to "develop a comprehensive training and education plan for municipal law enforcement officers."

During the year, the Department took important steps toward developing an integrated justice information system. In cooperation with the Departments of Attorney General and Community Services, the Department commenced work on the Justice-Oriented Information System (J.O.I.S.) which will, when fully operational, link data from law enforcement, courts, and corrections.

Work continued on increasing community involvement in the delivery of correctional programs and the prevention of crime.

The Department has been active in its first full year of operation. I would like to acknowledge the contributions made of all staff without whose efforts, the achievements of the past year would not have been possible.

Yours truly,



Nadine Cooper Mont
Deputy Solicitor General

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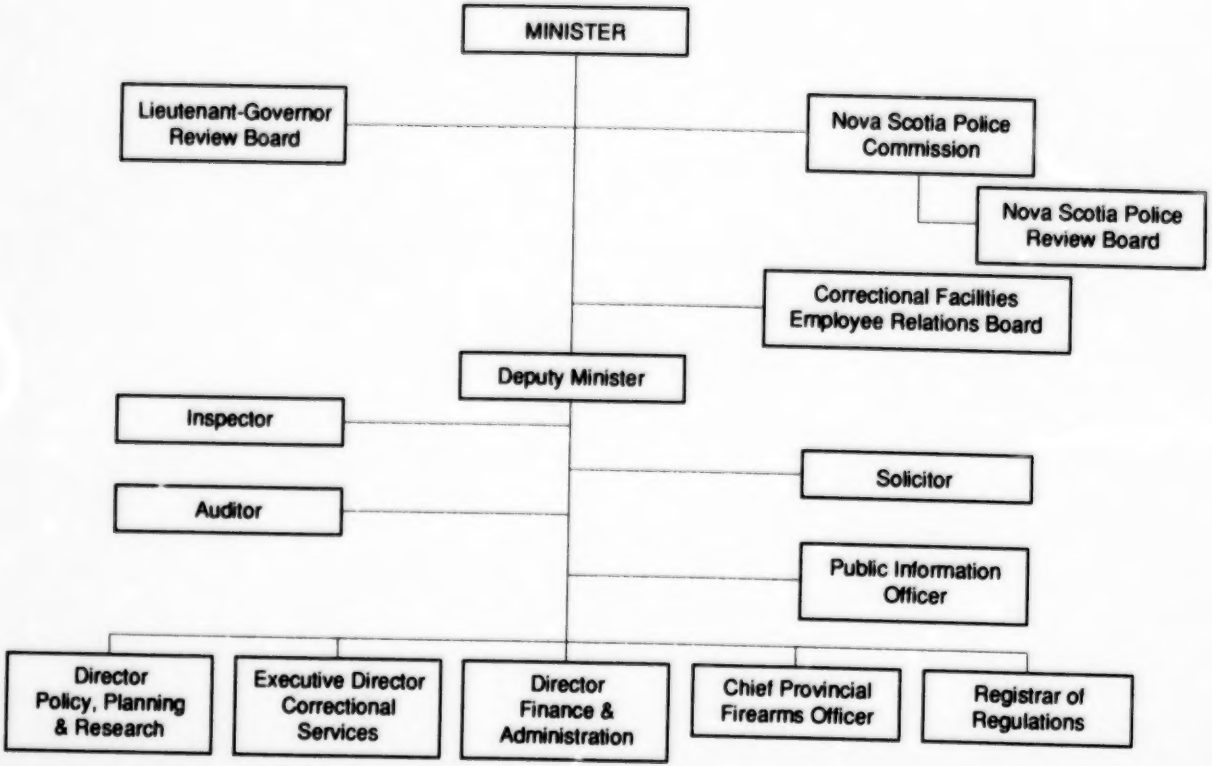
Department of Solicitor General



ACTS ADMINISTERED BY DEPARTMENT OF THE SOLICITOR GENERAL

Corrections Act
Young Offenders Act
Court and Penal Institutions Act
Prisons and Reformatories Act
Criminal Code (certain sections)
Regulations Act

ACTS ADMINISTERED BY NOVA SCOTIA POLICE COMMISSION

Police Act
Police Services Act
Private Investigators and Private Guards Act

FINANCE AND ADMINISTRATION

The Finance and Administration Division develops, directs, implements, and maintains all financial, personnel, purchasing, inventory control, and administrative activities of the Department. The division liaises with the 13 adult institutions, the Nova Scotia Youth Centre, 21 community corrections field offices, and the Nova Scotia Police Commission on relevant matters.

There are three sections within the division—Financial, Personnel, and Purchasing/Inventory Control.

Financial Section

The Financial Section is responsible for the development, implementation, and maintenance of programs for monitoring budgets, controlling expenditures, accounting for revenues and operating costs, as well as recovering all costs eligible for reimbursement under federal/provincial and provincial/municipal justice cost-sharing agreements.

Personnel Section

The Personnel Section develops and implements human resource programs; assists in the selection of staff; administers all employment-related legislation and contractual agreements; and provides payroll and personnel benefit services. This section is also responsible for the maintenance and operation of a central registry for departmental files.

Purchasing/Inventory Control Section

Purchasing/Inventory Control is responsible for procuring equipment, materials, and supplies for all divisions and establishes and maintains inventory control.

Department staff	629
Annual operating budget	$55,214,300
Annual recovery budget	$42,687,300
Capital budget	$ 650,000
Public works and special projects	$ 1,650,000

POLICY, PLANNING AND RESEARCH DIVISION

Function

The Policy Planning and Research Division provides policy advice to senior management of the Department on matters relating to law enforcement and corrections. Its major functions include:

- evaluation of departmental programs
- strategic program planning
- development and maintenance of management information systems
- development of new program initiatives.

Organization

Research and Planning

This section is responsible for the design and implementation of all research conducted by or on behalf of the Department; collection and analysis of offender-related data submitted by correctional institutions and community corrections offices; and evaluation of the effectiveness of departmental programs.

Management Information Systems

This section coordinates all aspects of departmental M.I.S., including identification of requirements, development, implementation, maintenance, and evaluation of information systems.

Program Development

In this section new program initiatives are developed in areas of corrections and law enforcement.

Activities

Justice-Oriented Information System (J.O.I.S.)

A joint systems development project was initiated in September 1988 through the cooperative efforts of the Departments of the Solicitor General, Attorney General, and Community Services and with financial assistance of the federal Department of Justice through the Young Offenders Systems Development Contribution Program. It is intended that this system will

eventually result in a consolidated justice information system, linking data from law enforcement, courts, and corrections.

Young Offender Program Development

On the basis of an evaluation of the characteristics of the young offender population, program specifications were developed in the areas of education, recreation, and alcohol/drug treatment. With the opening of the Nova Scotia Youth Centre, programs are continually refined and enhanced by staff of the centre.

Minister's Task Force on Municipal Police Training

The task force undertook research to collect and analyze the training histories and career paths of municipal police officers. The division contracted with Prof. David Perrier of Saint Mary's University to conduct this research project.

Community Corrections Information System

Nova Scotia and Newfoundland collaborated on the development of a microcomputer system to collect community corrections data. The C.C.I.S. became fully operational during 1988-89 and, as a headquarters planning tool, generates useful data for caseload management and human resources development.

POLICING SERVICES

The Solicitor General is responsible for policing services in Nova Scotia. This involves municipal police forces and the RCMP. Policing in Nova Scotia is a municipal responsibility in towns and cities and a provincial responsibility in rural areas. There are 26 municipal police forces, ranging in size from 3 to 263 members.

The *Police Act*, under which the Nova Scotia Police Commission operates, deals with different aspects of policing services. While municipalities are responsible for the day-to-day operations of their police forces, the Act establishes guidelines for police training, conduct, and related matters.

The Commission consults and advises on all matters relating to police, including management and operation of police forces and the development of police training programs. During the year, work continued on developing a continuum of training designed to provide a training model for all police officers from new recruit to police chief.

Nova Scotia is a major contributor to the operation of the Atlantic Police Academy at Holland College, Charlottetown, the primary municipal police training centre in the Atlantic provinces. Representatives of the Department and the Commission serve on the Advisory Council of the academy. The Commission is responsible for allocating courses for Nova Scotia candidates at the academy.

The Commission is also responsible for the licensing and regulatory control of the private security industry. This includes the licensing of private investigators, private guards, armed guards, and guard dog handlers. At present, there are 53 companies registered in the province, with approximately 1,600 active employees.

Administration of the Provincial Policing Agreement with the RCMP is the responsibility of the Department. The RCMP is the provincial police force in Nova Scotia and provides services to rural areas and other jurisdictions by agreement.

The Department is also responsible for certain sections of the Criminal Code of Canada, including approval of applications for gun clubs, as well as certification of breathalyser technicians and speedometer testers. With regard to gun clubs, there are approximately 30 active clubs whose licenses are required to be renewed every two years.

As a partner in crime prevention, the Department maintains liaison with police forces and community organizations to foster police-citizen cooperation and increase community involvement in different areas of crime prevention. During the year staff were involved in activities associated with Crime Prevention Week.

The Police Review Board was set up in May 1988. The Board hears appeals brought before it by way of a "notice of review" filed by either a citizen or a municipal police officer. The appeal can involve a public complaint, an internal discipline matter, or suspension from duty.

Complaints against the RCMP are channelled to the appropriate office in the federal police agency.

CORRECTIONAL SERVICES

The primary purpose of the Correctional Services Division of the Department of the Solicitor General is to contribute to the maintenance of a just, peaceful, and safe society by:

- providing services to assist the courts in the remanding and sentencing process;
- administering the disposition of the courts;
- providing safe custody, direction, and control for the accused or the convicted offender;
- encouraging the offender's participation, whether in the community or in a correctional institution, in programs to aid his or her successful integration into the community.

Specifically, Correctional Services is responsible for: the administration and operation of 13 adult provincial correctional facilities; the administration and operation of correctional facilities for 16- and 17-year-old young offenders; and the provision of community corrections services for both adult and 16- and 17-year-old young offenders.

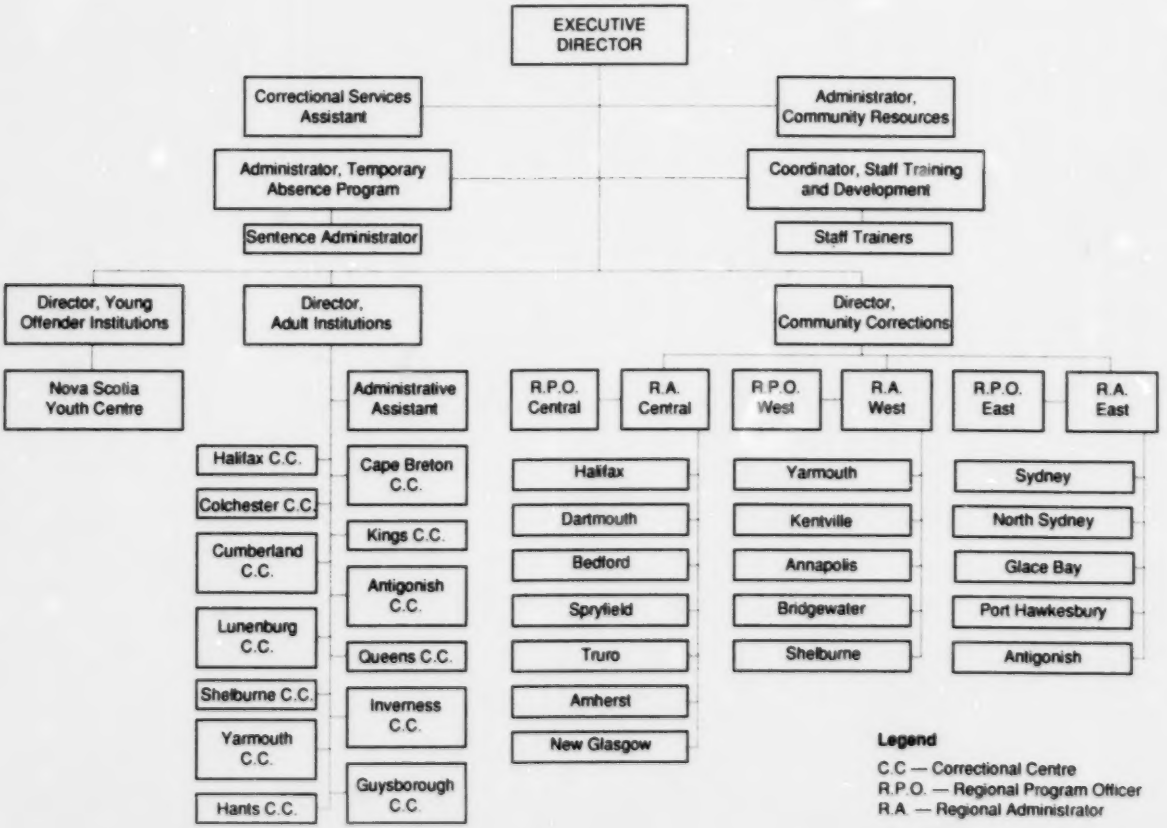
Correctional Services carries out its responsibilities in keeping with the legislative mandate provided by the provincial *Corrections Act* and *Court and Penal Institutions Act*, as well as that provided by the *Criminal Code*, *Young Offenders Act*, and other relevant federal statutes.

The administrative structure of Correctional Services consists of three line directorates—Community Corrections, Adult Institutions, and Young Offenders Institutions—and three staff components—Temporary Absence Administration, Community Resource Administration, and Staff Training and Development.

Correctional Services Staff

Central Office	20
Adult Institutions	324
Young Offender Institutions	114
Community Corrections	82
Total Staff	540

Correctional Services Organizational Structure



Adult Institutions

Correctional Services operates 13 correctional facilities for adult offenders in Nova Scotia, providing a total of 522 beds and employing 324 full-time and 87 casual staff. (The province assumed operations of municipal correctional institutions in April 1986.)

Institution	Location	Inmate Capacity	Full-Time Staff
Antigonish	Antigonish	15	12
Cape Breton	Sydney	105	65
Colchester	Truro	45	22
Cumberland	Amherst	26	20
Guysborough	Guysborough	7	7
Halifax	Lower Sackville	187	112
Hants	Windsor	12	7
Inverness	Port Hood	6	5
Kings	Waterville	62	34
Lunenburg	Centre	23	13
Queens	Liverpool	11	7
Shelburne	Shelburne	8	7
Yarmouth	Yarmouth	15	13
Total		522	324

A program development committee was established in July 1986 "to identify the nature and configuration of activities/programs/services which will most effectively meet the needs of the inmate population and to determine the associated staff/resource requirements." During the past year work continued on developing programs for adult institutions. These include education, life skills, job readiness training, alcohol and drug treatment, medical and psychiatric services, vocational programs, and prison industries.

Young Offender Institutions

The *Young Offenders Act* was proclaimed April 2, 1984, but application of uniform maximum age (17 years) was deferred until April 1985. Responsibility for administration of the Act is shared by the Department of Community Services (12- to 15-year-olds) and the Department of the Solicitor General (16- to 17-year-olds).

Interim accommodation for young offenders, from April 1985 to August 1988, was provided by three adult institutions (Antigonish, Lunenburg, and Queens) and one facility on the grounds of the Shelburne Youth Centre.

Between April 1, 1988, and March 31, 1989, total young offender days served numbered 29,901.

The Nova Scotia Youth Centre, Waterville, Nova Scotia, opened its doors to young offenders in July 1988 and provides accommodation for up to 120 open custody, secure custody and remanded 16- and 17-year-old male young offenders. The Centre has a full-time staff of 114.

The Nova Scotia Youth Centre provides a structured interaction environment, which maximizes opportunities for the early identification of special needs or problems of young offenders. The continuous interaction between staff and young offenders in small groups enables staff to anticipate and, therefore, more effectively deal with young offender behavior.

The program component at the Nova Scotia Youth Centre includes education, life skills, recreation, religious counselling, cognitive skills, substance abuse programming, technical and vocational training, physical awareness, and employment preparation, which combine to form what is called an integrated learning model.

Young offender admissions (sentenced and remands subsequently sentenced) between April 1, 1988 and March 31, 1989 show the largest number of offences involved crimes against property (theft, break and enter, etc.). This category accounted for 65 per cent of offences. Other offences included assault, robbery, and bodily harm (10 per cent) and crime against public order (10 per cent). The average length of sentence was 122 days.

Temporary Absence Administration

Reintegration of inmates into society can be accomplished most successfully if offenders are released from correctional facilities on a gradual basis under supervision.

Provision of both federal *(Prisons and Reformatories Act)* and provincial legislation led to the establishment of the Temporary Absence Program in the mid 1970s.

Under the Temporary Absence Program, inmates can be released for medical, humanitarian, or rehabilitative purposes. Absences can range from a few hours to 15 days. Superintendents may authorize releases for a maximum of 10 hours; all lengthier absences must be approved by the Administrator, Temporary Absence Program.

Applications for temporary absence are reviewed by the institution classification committee. Community investigations are completed by probation officers. Decisions are rendered by Central Office, Correctional Services. Supervision of offenders is provided by probation officers.

Under the Community Inmate Volunteer Work Program, selected inmates are released to perform volunteer work for non-profit organizations or individuals in need.

Examples of work completed include cleanup of parks/cemeteries; construction of recreation areas (Kinsmen Park, Lower Sackville); assisting handicapped/elderly persons with snow removal/household repairs.

Program was active in all institutions with thousands of volunteer hours contributed by inmates during 1988-89.

During periods of peak institution overcrowding, minimum security inmates are released on temporary absence to their homes under supervision of probation officers. These releases are now used infrequently, as the *Young Offenders Act* has alleviated overcrowding problems in adult facilities. Only 12 such releases were granted in 1988-89 compared to 1,641 in 1982.

Temporary Absence Program Activity—1988–89

	Number of Releases		
Reason for Release	**Adult**	**Y.O.**	**Total**
Recreation & group T.A.	1,227	2,845	4,072
Humanitarian	272	211	483
Medical	1,205	303	1,508
Education	16	360	376
Administrative	369	12	381
Rehabilitation	340	62	402
Volunteer work	227	28	255
Work program	168	37	205
Christmas	55	34	89
Total	**3,879**	**3,892**	**7,771**
Infractions	**Adult**	**Y.O.**	**Total**
Violation of conditions	25	6	31
Criminal charges	1	0	1

Grant rate — 86%
Successful completion — 99%

Community Corrections

Since the 1950s, there has been a major trend toward development of alternatives to incarceration, which allow the offender to be in the community subject to certain conditions. The continuing development of community-based corrections has resulted in a broadening of the traditional role of the probation officer to include greater involvement in youth diversion, group counselling, and institutional pre-release programs.

The current ratio of offenders on probation in Nova Scotia in relation to those in custody is approximately 10:1, the highest in Canada.

The scope of Community Corrections is to provide adult and young offenders with community-based correctional services. These include: case supervision; presentence/predisposition report preparation; volunteer/paraprofessional supervision; court coverage; home visits; community service work orders; alternative measures; temporary leave of absence investigations; supervision of inmates released on temporary absence; and staff attendance at prisoner classification meetings in provincial correctional centres.

Correctional Services operates 18 Community Corrections field offices, employing 46 probation officers and 29 assistant probation officers, and three regional offices, each staffed by a regional administrator and a regional program officer. Field offices in each of the three regions are supervised by a regional administrator with the regional program officers responsible for the implementation of Community Corrections programs and inter-agency liaison.

Office Locations

Central Region
Central Regional Office (Halifax)
Amherst
Bedford
Dartmouth
Halifax (Terminal Road)
Halifax (Spring Garden Road)
New Glasgow
Spryfield
Truro

Eastern Region
Eastern Regional Office (Sydney)
Antigonish
Glace Bay
Port Hawkesbury
Sydney
North Sydney

Western Region
Western Regional Office (Yarmouth)
Annapolis
Bridgewater
Kentville
Shelburne
Yarmouth

Probation officers annually complete in excess of 1,700 presentence reports and predisposition reports.

Community Corrections staff supervise in excess of 900 Community Service Orders annually, accounting for approximately 60,000 hours of community work.

During 1988-89, Community Corrections staff processed 227 Alternative Measures referrals (Section 4 Y.O.A.), resulting in 241 hearings being held.

Other Community Corrections program initiatives include the development and implementation of job-finding clubs, group counselling programs, and substance abuse programs and the development of a new casework management system.

Community Resource Administration

Correctional Services has a lengthy history of encouraging community involvement in the delivery of correctional programs. The community resources unit was established in 1985 to coordinate the activities of an increasing number of volunteers/paraprofessionals and the development of new community-based initiatives.

The on-going programs and activities include the following.

Volunteers in Corrections

The Volunteers in Corrections (VIC), established in 1977, is operational throughout the province with active involvement of approximately 150 volunteers. Activities include one-to-one supervision, court liaison, life skills counselling, literacy counselling, and alcohol/drug counselling.

Assistant Probation Officer Program

The Assistant Probation Officer Program (APO), established in 1973, provides direct case supervision assistance to probation officers, with approximately 30 paraprofessionals now involved in the program. Approximately 400 probationers are currently supervised by APOs who are also contracted to prepare presentence and predisposition reports and supervise alternative measures cases.

Community Service Order Program

The Community Service Order Program (CSO)—Placement Agencies, which commenced in 1976, has in excess of 400 active community placement agencies across the province. These include churches, recreation facilities, community centres, and volunteer fire departments, as well as associations for senior citizens and the handicapped.

Public Education/Information Programs

The Public Education/Information Programs involved staff who participated in approximately 100 public speaking engagements during 1988 to schools, community groups, service clubs and police agencies and in events such as Law Day, Crime Prevention Week, Volunteer Week, and Career Week at local high schools. The unit also produces the quarterly newsletter, *Corrections Nova Scotia*.

Recognition/Award Program

Under the Recognition/Award Program the Corrections Exemplary Service Medal is awarded to Correctional Services staff who have given at least 20 years of exceptional service working with offenders in correctional programs; four were awarded in 1988. The Certificate of Merit is presented to deserving citizens and organizations who have provided regular volunteer hours/services to Correctional Services over a period of at least five years. The VIC Program recognizes volunteer commitment at one-, three-, and five-year intervals with the presentation of certificates and plaques at volunteer receptions held during April of each year.

Special Projects

During the year, work was initiated on the development of a long-term master plan and the evaluation and assessment of correctional facilities within the context of the present system.

Correctional Services supervised the development of a program of requirements for a forensic psychiatric facility, which was prepared by private consultants. The interdepartmental steering committee for the project includes representatives of the Departments of the Solicitor General, Government Services, Health and Fitness, Community Services, and Attorney General.

In early 1989, Correctional Services undertook to offer the vaccine against hepatitis B to all correctional facility staff who requested the vaccine. The vaccine will also be offered to probation officers.

Staff Training and Development

During the last year, the number of courses conducted by the training section increased to 101. There has been a constant increase since 1986-87 when the training section was originated. In that period 38 courses were offered. The person-days of training have also been increased significantly, with 4,333 person-days conducted in 1988-89. Over the past two years, the increase has been from 1,401 in 1986-87 to 4,333 in 1988-89.

The substantial increase in training activity was mainly the result of orientation and basic training courses for new staff at the Nova Scotia Youth Centre. Two courses, one for management staff and one for program staff, both of ten days' duration, resulted in some 300 person-days being added to the training program. A basic training course for all staff at the Nova Scotia Youth Centre had an average participation of approximately 60 people and ran for six weeks with person-days extending to 1,800.

New courses offered during the year included: the workplace hazard materials information system course; reality therapy basic week; pressure point control tactics; situational leadership; correctional officer refresher—phase II; case supervision planning; and sensory irritant aerosol weapons instructors' course.

INSPECTION/INVESTIGATION

During the year an organizational change resulted in the inspection/investigation section reporting to the Deputy Minister.

Inspections of 13 adult correctional facilities, the Nova Scotia Youth Centre, 36 operational correctional centres/RCMP/municipal lockup facilities, and eight courthouse holding cells owned/operated by the Department of Attorney General occur pursuant to the *Corrections Act*.

Additional responsibilities of the section include conducting investigations within provincial correctional facilities; developing and revising standards for administration and operation of provincial correctional facilities and lockup facilities; providing advice pertaining to the purchase of products for correctional facilities and the construction/renovation of lockup facilities; and coordinating safety initiatives related to departmental employees.

During the reporting year inspections were concluded on the Cumberland Correctional Centre and the newly renovated Digby lockup. The Inspector attended at 13 adult correctional facilities, the Nova Scotia Youth Centre, and 32 lockup facilities to review the lockup conditions and to make inquiries into the facilities' operations.

The section participated in a number of investigative initiatives, including the commencement of a security audit at the Cape Breton Correctional Centre.

Working with the Executive Director, Correctional Services, administration of the penal reform budget resulted in improvement initiatives at lockup facilities located in Annapolis, Antigonish, Glace Bay, New Glasgow, Stellarton, and Sydney Mines.

Product consultations with Correctional Services senior management, superintendents, and municipal officials are continuing to meet the changing operational and physical plant requirements in the provincial correctional facilities and lockups.

Implementation of specific provisions in the *Occupational Health and Safety Act*, including interpretation and strategic planning to invoke WHMIS regulations, were initiated for departmental offices.

PROVINCIAL FIREARMS OFFICE

The mandate of the Provincial Firearms Office is to control the access to firearms by potentially dangerous persons and to encourage responsible firearms ownership, handling, storage, and use. To this end, staff work closely with all police agencies, firearms business dealers, other government agencies, and the general public.

Specifically, the Office:

- conducts inspections of premises and issues firearms business permits to all firearms dealers and permits to dealers for the sale of ammunition only;
- processes and issues firearms acquisition certificates for the purchase of firearms after the applications have been approved by the local police agency;
- coordinates the consistent application, interpretation, and enforcement of Criminal Code firearms legislation, regulations, and policy procedures relating to firearms control; and
- maintains records, compiles statistics from police agencies, and prepares reports for the Firearms Registration and Administration Section of the RCMP, Ottawa.

During the year under review: 316 firearms business permits were issued; 101 ammunition permits were issued; and 6,900 firearms acquisition certificates were issued.

REGISTRY OF REGULATIONS

The Office of the Registrar of Regulations operates under the *Regulations Act*. Its main responsibility is to accept and record the filing of regulations, prepare regulations for the bi-weekly publication in the Royal Gazette, and make available updated, consolidated texts and indices for the legal community and the general public.

Activities during the past year included the consolidation of all regulations in effect in Nova Scotia and the preparation of detailed file-indices and consolidated sectional indices. These materials are available for the use of law firms, libraries, court houses, and the Dalhousie Law School.

The recent acquisition of two workstations has enabled the registry to begin creating the database of all consolidated texts. These can be easily updated in order to ensure public access to the latest by-laws and regulations immediately after Cabinet approval.